



Mission Report

From a short-term mission on User Dialogue

21 August to 2 September 2005

TA for the 'Bridging Support Program to Strengthen the Institutional Capacity of the National Statistics, Mozambique

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List of abbreviations

INE	Instituto Nacional de Estatística, Moçambique
DCI	Direcção de Censos e Inquéritos
DPICRE	Departamento de Coordenação Planeamento e Relações Externas
DCNIG	Direcção das Contas Nacionais e Indicadores Globais
DDD	Departamento de Difusão e Documentação
DED	Departamento de Estudos Demográficos
DEMOVIS	Direcção de Estatísticas Demográficas, Vitais e Sociais
DESC	Departamento de Estatísticas de Serviços e Cadastro
DESE	Direcção de Estatísticas Sectoriais e de Empresas
DEVS	Departamento de Estatísticas Vitais e Sociais
DICRE	Direcção de Integração, Coordenação e Relações Externas
DMA	Departamento de Métodos e Amostragem
DPC	Departamento de Preços e Conjuntura
DRH	Departamento dos Recursos Humanos
SEN	Sistema Estatístico Nacional
TOR	Terms of Reference

1 EXECUTIVE SUMMARY

The overall objective of the mission was to give input to INE concerning improvement of the user dialogue. In the long run, this should improve the importance and use of official statistics.

The user dialogue comprises personal contacts such as meetings, seminars and courses between the statistics producing institutions and the users, and the dissemination of statistics. Tools to learn about user needs such as user surveys are also included in the concept of user dialogue.

There are two basic challenges linked to user dialogue in INE/SEN:

- **Publicity:** How to make users to know about which statistics that exist and teach them how to use it.
- **Quality:** How to improve quality to increase the relevance, accuracy, timeliness, comparability and accessibility of statistics.

The relevance of the published products could be improved by better presentation techniques and by more descriptive analyses. Statistics should “tell a story”. A course for journalists on how to find, understand and use statistics is planned. This should be the first in a series of such courses for different user groups.

There is room for improvements in accessibility of statistics both in form of (paper) publications and on Internet.

Researchers in universities and other institutions normally will demand (micro) data for their own analyses, and most national statistical offices have special arrangements for serving this user group. This group and their needs should be given special attention.

Special user committees for key areas should be considered created.

Several activities have earlier been proposed under the framework of systematic quality work. Activities that are under way and should be encouraged include the improved user survey, systematic documentation of statistics (for both users and producers), quality declaration, a suggestion scheme and a brochure on competence. However, it is a challenge to involve the whole organization and ensure quality thinking to be integrated in all activities.

Many topics were considered during the mission, and several challenges in the user dialogue should be considered and worked on. However, without losing sight of the visions and a broad approach, a few concrete steps could be considered in particular:

- The course for journalists (as the first step among several such courses)
- User committee, that in the first round could be based on an existing reference group for statistics and data related to poverty issues

In addition, a project for evaluation of routines for user contacts and services and a project for evaluation and possibly revision of publications might be considered. Normally, such projects should be headed by the relevant

responsible unit, but both these activities could involve the quality facilitators as advisers.

Issues linked to user dialogue will be central in all further work and support on strategic planning and quality.

2 INTRODUCTION

The mission was carried out according to Terms of Reference (TOR). User dialogue is central in the work with strategies and plans, as well in the systematic quality work. On this background the mission also included a follow-up of earlier missions and advice in these areas. An earlier mission on presentation techniques (February 2005, MZ:2005:1) is also linked to user dialogue.

3 TERMS OF REFERENCE

The general objective of the mission is to give input to INE concerning user dialogues and how to improve these. In the long run, this should improve the importance and use of official statistics.

The following issues should be on the agenda:

1. How is User Dialogues treated in other National Statistical Institutes?
2. How to relate the above to the present situation at INE within SEN and Mozambique?
3. How to move forward?

Terms of reference is enclosed (appendix 2).

4 OUTLINE OF WORK

The programme included meetings with different parts of INE, SEN and other users and producers of statistics.

A seminar with presentations of relevant topics and some observations was central.

The presentations given are enclosed (appendix 3).

The general agenda of each meeting was the identification of user groups, challenges in relation to wider and better user services and for the main users how they considered the relations to be to INE. A list of the meetings with topics follows.

1. Directora Destina Uinge, DICRE/INE and Sr. Marcelino Silva, DDD/INE
Introduction to the consultants work and preparation of the agenda.
2. Dr. Arão Balate, DCI/INE
Discussion on plans for main users of census and special surveys on health, poverty, labour force etc. Collaboration with ministries about publications.
3. Dra. Fatima Zacarias, DEMOVIS
Statistics on demography and vital statistics. Relationships with Ministry of Health
4. Dr. Cirilio Tembe, DESE
Discussion on Structural Service Statistics and routines for publication.
5. Dr. Ilidio Buduia, Ministry of Education (MEC)

Visit to the Ministry of Education and presentation of the statistical system. Discussion of various problems with old census material in relation to school attendance.

6. Dr. Saide Dade, DCNIG

The Consumer Price Index is an important statistical indicator for the society, and the discussion was mostly concerned with the importance of fixed dates/times for publication.

7. Eng. Christina Matusse, Departamento de Programação Macro, Ministério do Plano e Finanças

Discussion of relationships with INE within poverty statistics and household surveys.

8. Dr. Lucia Paciencia, Ministerio da Mulher & Coordenacao para Accão Social

Discussion on the special problems on data from the provinces and the different surveys carried out by the institution within the social sector.

9. Dr. Gregorio Firmino, Ministério da Ciência e Tecnologia

The section is very new established by segregation from the Ministry of Education. Is about to establish its own statistical section in order to collect figures for indicators for science and development.

10. Dr. Elias Mangujo Cuambe, Ministeria da Saude

The population figures were considered as the as the most severe problem in the statistical production process. Discussion of the relationships to different institutions working on the analysis of health problems.

11. Sr. Marcelino Silva, INE

INEs external relationships to media and other user groups. Discussion on relationship with researchers at universities etc.

12. Meeting with Leonette Mabjaia

The systematic quality work was followed up in a meeting with the coordinator of the quality facilitators, Leonette Mabjaia.

13. Meeting with the Journalists Association – Dr. Hilario Matusse

Dialogue between INE and the journalists. Plans for encouraging journalists for using statistical data, by for example workshops.

14. Meeting with the Directors of INE. At the end of the mission, there was a meeting with the INE Directors, who expressed views and discussed the preliminary suggestions from the mission.

The report concludes with proposals that should be given priority in the further work.

5 FINDINGS AND RECOMMENDATIONS

The user dialogue comprises personal contacts such as meetings, seminars and courses between the statistics producing institutions and the users, and the dissemination of statistics. Tools to learn about user needs such as user surveys are also included in the concept of user dialogue.

5.1 Status - User dialogue in INE/SEN

The user dialogue is central in the Strategic Plan 2003 – 2007. Here a number of user groups are listed: Government, public administration on different levels, businesses and trade unions, education institutions and researchers, the general public and the international organizations. Uses of statistics such as information, planning and monitoring of policies are mentioned. As examples of important policy areas the economic development and reducing poverty are mentioned.

User dialogue is also central in INE's quality work, since user needs in fact define quality. Quality can most simply be defined as *fitness for use* in term of user needs.

INE has a dissemination policy (draft) that emphasises creation of conditions for the dissemination, desentralisation (in terms of capacity building in province offices and regional statistics), new products and ways of dissemination (such as the web site) and data for research.

INE has a system with planning of new statistics and surveys in cooperation with important user groups.

Courses for journalists in how to find and use statistics are planned.

5.2 Recommendations

The meetings with other producers and users of statistics revealed two basic challenges:

- **Publicity:** How to make users to know about which statistics that exist and teach them how to use it
- **Quality:** How to improve quality to increase the relevance, accuracy, timeliness, comparability and accessibility of statistics. Issues linked to some of these quality dimensions and other issues are considered in the following.

Relevance

INE and SEN have a tradition for involving users in developing new statistics, but the relevance of the published products could be improved by better presentation techniques and by more descriptive analyses. Statistics should "tell a story". However, examples of good and relevant presentation of statistics, exist. The most recent one is the report that is being published about the millennium Goals. Publicity is important when such products are released.

Accuracy

It is a problem in particular for demographic statistics that there now are many years since the last census which was followed by a period of large migration. This has made the regional population figures unreliable, and hence all figures or indicators based on these, such as coverage rates for schools and health services (published rates exceed 100 percent in some districts). The 2007 census is therefore highly needed.

Accessibility

In addition to the challenge of publicity already mentioned, there is room for improvements in accessibility of statistics both in form of (paper) publications and on Internet. There is a publication calendar on the INE web site. This should be available directly from the main home page, and be updated and sorted regularly by date (in order for the users to see which publications or statistics that will be released in the near future).

Researchers

A special user group should be mentioned in particular: Researchers in universities and other institutions. This user group normally will demand (micro) data for their own analyses, and most national statistical offices have special arrangements for serving this user group.

It is recommended to establish better contact with researchers at universities etc. and important analysts in ministries etc. Researchers and analyst are (or should be) among the most intensive users of statistics and can provide INE with important feedback on the quality and coverage of statistics. INE can on the other hand be of valuable importance for the development of empirical research in economy, social research, epidemiology etc. In many countries the collaboration between the NSI and the research communities is formalized in advisory committees where prominent researchers on frequent occasions can discuss methodological issues as well as data problems with the NSI. INE could profit from a similar organization.

A more formal contact with the researchers will raise the questions of access to more detailed (micro) data stored in INE and in other statistical production units (ministries etc). Internationally this is an important issue. It raises questions on how to protect confidentiality and which methods to be used. Inspiration can be found in the development on access to micro data in the Nordic countries. Special research databases must probably be established.

Capacity building: Courses

As mentioned, a course for journalists on how to find, understand and use statistics is planned. This course might be arranged in cooperation with the Journalists` Association. Such courses should be considered for other user groups as well. Examples could be librarians, politicians and researchers.

User committees

SEN is headed by a high statistical council. This is a management institution, corresponding more to a board than a user committee. As mentioned, users are consulted and invited to participate in the planning of new surveys. Still there should be room for standing user-producer committees to assist INE and SEN to elaborate and prioritise user needs. This has been mentioned in the report from the external review of the Scandinavian assistance to INE (final report submitted 17 June 2005). Special user committees for key areas should be considered. A major task of these should be to give feedback on

data quality. There is already a reference group for statistics needed for and related to poverty issues. Depending on the experiences with this, this might be transformed to a standing user committee, or possibly act as a model for committees in other areas.

Routines for contacts and feedback

It is important that people know who to contact in INE and SEN about what, and when they can expect answers and services. The mission did not have time to go into these routines. However, they should be clearly stated in a “service declaration” or the quality declaration that should be easy to access also on the INE web-site.

Contacts and questions should be registered and used as a basis for improvements in routines, publications and on the web site.

In the Ministry of Education’s collection of data from schools, a sheet showing the data from a school compared with average statistics for other schools in the district or at a national level has been developed. This is an example of feedback that promotes both data collection and user satisfaction.

A mapping and evaluation of routines for user contacts and services might be considered. This should include possible clarifications of responsibilities, and it could be a task where the participation of quality facilitators is convenient.

Involvement of quality facilitators in control of publications?

An earlier mission on presentation techniques revealed several problems linked to quality of publications (MZ:2005:1). The mission recommended a systematic approach with a group of independent staff members who are given the task to go through the publications to assure that they are user-friendly and correct. An idea would be to use the quality facilitators for this task.

The quality of the publications is a managerial responsibility. The quality facilitators cannot take over this. Their role should rather be evaluation than control. A project where some of the facilitators participate as advisers in evaluation and possibly revision of some central publications should be considered. However, the purpose of this should be to propose measures to improve quality and not control and approval. This task would anyway require some additional training.

5.3 Other observations for consideration

Systematic quality work in general

The systematic quality work provides a framework for the work on improving user dialogue. Some more specific activities proposed within this framework were also followed up during the mission. Activities that are under way and should be encouraged include the improved user survey, systematic documentation of statistics (for both users and producers), quality declaration, a suggestion scheme and a brochure on competence. However, it is a challenge to involve the whole organization and ensure quality thinking to be integrated in all activities. It is relevant to repeat the main conclusions from the management seminar on systematic quality work that took place in June 2004 (see also mission report MZ:2004:12):

- Develop and assure an environment for systematic quality work, including proper support of the facilitator's work (resources and other support)
- Assure that quality is an integrated part of all work (such as planning and follow-up routines, development of new statistics, IT and human resource development), and not regarded as separate activities
- Assure coordination with the IMF/GDDS initiative and the documentation developed within this framework
- Require harmonized documentation and data on products and processes:
 - Harmonized documentation for users and producers of statistics
 - Quality survey of surveys (answered by survey managers)
 - Performance indicators (and use these in planning and follow-up routines)

The facilitators should meet regularly. One way to facilitate their work could be to arrange a workshop outside office premises.

Harmonized documentation and quality surveys

A systematic documentation (for users and producers) of statistics should be carried out. It should be based on a scheme including information on the production and the quality of statistics. The IMF/GDDS scheme covers this, but does also include some information that most easily can be answered on the institutional level (on independence, confidentiality and resources), and do not have to be included in a scheme on the level of statistics or survey. The documentation will also be a baseline for a quality survey aiming at evaluating the quality changes at an annual basis. The consultant can assist in the construction of the documentation scheme (by mail). Schemes and questionnaires should be tested by a small group of people responsible for statistics or surveys (focus group).

Minimum criteria of official statistics

Criteria for official statistics are important both for the producers and the users of such statistics. A list of minimum criteria that should be considered could include the following requirements:

Official statistics shall:

- be produced on an independent basis
- have general interest
- be accurate enough
- be based on statistical standards
- released on an announced point of time for everyone (exceptions must be documented)
- be documented (transparent)
- be accessible easily for everyone
- not be used to identify individuals

User dialogue in the new strategic plan

The user dialogue and the issues focused in this mission, such as publicity and quality, will of course also be central in the new strategic plan for INE/SEN that will be worked out for 2008 – 2012.

It is important to involve the organisation in the process of working out the strategic plan. One should consider involving key users as well. Another issue is the form of the strategic plan. Since there will be a comprehensive and concrete 5-years plan, the strategic plan might be short. It could possibly be supplemented with strategies or policy papers on selected areas (such as the dissemination policy).

5.4 Possible issues for next missions – next steps

Many topics were considered during the mission, and several challenges in the user dialogue should be considered and worked on. However, without losing sight of the visions and a broad approach, a few concrete steps could be considered in particular:

Course for journalists

As mentioned, a course for journalists on how to find, understand and use statistics is already planned. This should be the first in a series of such courses for different user groups. Such courses should draw upon support from the Scandinavian project.

User committees

Standing user committee should be considered created for key areas. The first committee could be based on the reference group for users interested in statistics needed for and related to how to monitor, analyse and eventually reduce poverty.

Routines

A mapping and evaluation of routines for user contacts and services might be considered. In addition, the project for evaluation of publications and a project for evaluation of routines for user contacts and services might be considered. Both these activities could involve the quality facilitators as advisers.

Issues linked to user dialogue will be central in all further work and support on strategic planning and quality.

APPENDIX 1. People worked with

- Destina E. S. Uinge, Directora DICRE
- Marcelino Silva (DDD)
- Arão Balate, (DCI)
- Fatima Zacarias (DEMOVIS)
- Cirilio Tembe (DESE)
- Azarias Nhanzimo (DESE)
- Saide Dade (DCNIG)
- Leonette Mabjaia (DRH) – Coordinator of the group of facilitators
- Lars Carlsson, Consultant, Coordinator of STA
- Ilidio Buduia, Ministério da Educação (MEC)
- Christina Matusse, Departamento de Programação Macro ,
Ministério do Plano e Finanças
- Lucia Paciencia, Ministério da Mulher & Coordenação para Acção
Social
- Gregorio Firmino, Ministério da Ciência e Tecnologia
- Elias Mangujo Cuambe, Ministério da Saúde
- Dr. Hilario Matusse, Sindicato de Journalistas

The seminar with INE management and SEN had about 50 participants including the President of INE João Dias Loureiro and other managers in addition to users.

APPENDIX 2. Terms of Reference

TERMS OF REFERENCE

Within the Scandinavian Assistance to Strengthen the Institutional Capacity of INE/Mozambique, 2003-2007

Promote User Dialogues. A 2-week mission

Background

As a core actor in SEN, INE produces and has access to a lot of information regarding the Mozambican society. Hence INE has a considerable responsibility to present its statistics to central users like ministries, researchers, NGOs, international organizations, donors and to the informed public in general. However, both SEN in general and INE - and the users of statistics - are still needing more experience in dialoguing with each other around the statistics produced. This is crucial to be able to put the data to proper use, to exploit the potential of the information and raise the quality of the statistics produced. The field is relatively new for INE and this mission will in parts be of an explorative character.

Objectives of the mission

The general objective of the mission is to give input to INE concerning user dialogues and the following issues will be on the agenda:

4. How is User Dialogues treated in other National Statistical Institutes?
(Initial briefing with counterparts and relevant INE staff)
 - a. Framework and concepts
 - b. Linkage to systematic quality work
 - c. Dissemination policy

5. How to relate the above to the present situation at INE within SEN and Mozambique?
 - a. What is actually going on at INE within this field?
(Meeting relevant INE staff)
 - b. Who are the users? How to classify them?
 - c. How do they use the statistics?
(Meeting some relevant users)

6. How to move forward right now?
(But also with the new 5-year plan 2008-2012 in mind)
 - a. Measures, surveys and other forms of user contacts
 - b. Next steps
 - c. Further work

During the mission INE will celebrate its 9th anniversary and it is assumed that a workshop /seminar / palestra describing the findings will be included in the mission.

Benefactors of the mission

The mission will give valuable input to INE staff and other staff of SEN working with users in various ways. In the long run the users of statistics will ultimately benefit from the mission.

Consultant and Counterpart

Main counterparts at INE: Destina Uinge and Marcelino Silva
Consultants: Hans Viggo Sæbø and Otto Andersen

Necessary preparations

At INE:

- To inform relevant INE staff of the mission allowing them to plan for their participation in the initial briefing and further meetings.
- To prepare meetings with important users. (Asking some of them to contribute to the final the workshop /seminar / palestra)
- To identify and invite participants to the workshop /seminar / palestra.

Timing of the mission

From the 22nd of August until the 2nd of September 2005.

Report

The consultants will prepare a draft report to be discussed with INE before leaving Maputo. They will submit a final draft to INE for final comments within one week of the end of the mission. Statistics Denmark as Lead Party will print the final version within 3 weeks of the end of the mission. The structure of the report should be according to Danida-format.

The Counterpart has to ensure that the final printed report is translated into Portuguese according to the existing procedures.

These Terms of Reference were prepared by

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Approved by/in the name of the President of INE

Day / /

APPENDIX 3. Slides presented in the workshops

See attached files for slides presented in the management seminar and on the workshop for facilitators.